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Memo	Brzezinski to Pres. Carter, 3 pp., re:Israeli settlements <i>Opened 2/3/92</i>	4/19/78	A
Memo	H. Jordan to Pres. Carter, 7 pp., re:recommendation for National Transportation Safety Board	4/17/78	C

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THE PRESIDENT'S SCHEDULE

Wednesday - April 19, 1978

7:00 Dr. Zbigniew Brzezinski - The Oval Office.

7:30 Mr. Frank Moore - The Oval Office.

7:45 Breakfast with Congressional Leaders.
(60 min.) (Mr. Frank Moore) - The State Dining Room.

9:00 Congressman Michael Harrington. (Mr. Frank Moore).
(15 min.) The Oval Office.

10:30 Mr. Jody Powell - The Oval Office.

11:45 Mr. D.W. Brooks. (Ms. Fran Voorde).
(25 min.) The Oval Office.

12:15 Greeting/Photographs - The Oval Office.

12:30 Lunch with Mrs. Rosalynn Carter - The Oval Office.

SECRET

THE WHITE HOUSE
WASHINGTON

<input type="checkbox"/>	FOR STAFFING
<input type="checkbox"/>	FOR INFORMATION
<input checked="" type="checkbox"/>	FROM PRESIDENT'S OUTBOX
<input type="checkbox"/>	LOG IN/TO PRESIDENT TODAY
<input type="checkbox"/>	IMMEDIATE TURNAROUND

ACTION	FYI	
<input type="checkbox"/>	<input checked="" type="checkbox"/>	MONDALE
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<input type="checkbox"/>	<input type="checkbox"/>	McINTYRE
<input type="checkbox"/>	<input type="checkbox"/>	SCHULTZE

<input type="checkbox"/>	ENROLLED BILL
<input type="checkbox"/>	AGENCY REPORT
<input type="checkbox"/>	CAB DECISION
<input type="checkbox"/>	EXECUTIVE ORDER
Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day	

<input type="checkbox"/>	ARAGON
<input type="checkbox"/>	BOURNE
<input type="checkbox"/>	BRZEZINSKI
<input type="checkbox"/>	BUTLER
<input type="checkbox"/>	CARP
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<input type="checkbox"/>	HARDEN
<input type="checkbox"/>	HUTCHESON
<input type="checkbox"/>	JAGODA
<input type="checkbox"/>	GAMMILL

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<input type="checkbox"/>	VOORDE
<input type="checkbox"/>	WARREN

THE WHITE HOUSE
WASHINGTON

April 19, 1978

The Vice President
Hamilton Jordan
Zbig Brzezinski

The attached was returned in
the President's outbox. It is
forwarded to you for your
information.

Rick Hutcheson

THE WHITE HOUSE
WASHINGTON~~SECRET~~ GDS

April 19, 1978

~~SECRET~~INFORMATION

MEMORANDUM FOR: THE PRESIDENT

FROM: ZBIGNIEW BRZEZINSKI 25.

SUBJECT: Israeli Settlements

I noted in this morning's report that the Israelis have resumed construction work at several West Bank settlement sites. These sites are among those previously approved for settlement, but not yet inhabited. During the Weizman and Begin visits to the United States, a temporary freeze on settlement activity was instituted. That freeze has now ended, but no new settlements have been approved since January. (S)

You asked about Begin's most recent promises to us concerning settlements. In brief, during his recent visit, Begin described Israel's settlement policy in the following terms:

-- In Sinai, there will be no new settlements while negotiations are underway. In existing settlements, some new buildings may be added, additional arable land will be developed, and some new settlers may arrive. But significant expansion of settlements will not take place.

-- In the West Bank/Gaza, settlement activity will continue, but with due regard for political considerations and only with explicit approval by the Cabinet. No new settlements have been approved by the Cabinet since early January, but Begin indicated that there will be new settlements in the future. (S)

In one of his discussions with you in the Cabinet Room, Begin also noted that the arrangements worked out by Dayan last fall had not proved to be satisfactory. The implication was that whatever understanding we thought existed concerning settlements only within military camps was no longer valid. It had not, in any case, been a significant constraint on settlement activity, since recent settlements had been established in areas that had previously not been military camps. (S)

I would conclude that Begin will exercise some care in the future concerning settlements, especially in Sinai, but that development of existing sites in the West Bank will continue, and at some point new settlements will be approved as well. On ideological and political grounds, Begin is simply not prepared to agree to a full moratorium on all settlement activity. If we hope to persuade Begin to show restraint on this issue, we will have to remind him frequently of our strong opposition to further settlement activity. (S)

~~SECRET~~ GDS 2/3/92

2053

THE WHITE HOUSE
WASHINGTON

April 19, 1978

Frank Moore
Stu Eizenstat

The attached was returned in
the President's outbox. It is
forwarded to you for your
information.

Rick Hutcheson

RE: POSSIBLE TOPICS FOR LEADERSHIP
MEETING

THE WHITE HOUSE
WASHINGTON

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	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
		MONDALE
		COSTANZA
✓		EIZENSTAT
		JORDAN
		LIPSHUTZ
✓		MOORE
		POWELL
		WATSON
		McINTYRE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
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	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

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	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

April 18, 1978

For Presentation Purposes

MEMO TO: The Speaker
FROM: Irv Sprague
SUBJECT: Leadership Meeting 7:45 a.m., Wednesday, White House

cc Frank
Stu
J

POSSIBLE DISCUSSION TOPICS

1. This Week. Lobby Reform Wednesday
Agriculture Credit Thursday
Various Other Authorizations
2. Energy.
3. Tax Cuts and Reform. Ways and Means started markup Monday. Situation in committee is fluid with no consensus yet on size or shape of tax cuts, reform or social security provision. President's proposals are in trouble. Ways and Means has: (a) defeated repeal of local sales tax deductions, 17 to 20; (b) defeated repeal of personal property tax deductions 17 to 20; (c) excluded state gas tax deductions 21 to 16; (d) allowed charitable deductions on the short form, 19 to 18.
4. Budget Resolution. Report filed April 14. Floor May 2.

	<u>President's Budget</u>	<u>House Committee</u>
Revenues	\$ 439,588	\$ 443,279
Expenditures	500,174	501,358
Deficits	60,586	58,079

Committee recommended tax cuts of \$10.7 billion for individual and corporate and \$7.5 billion for social security--overall \$19.4 billion against Administration \$24.3.
5. Ethics in Government. House Floor next week. We can use some help.
6. Appropriations. The regular Appropriation bills will pretty well tie up the House from June 7 to the 4th of July recess. Subcommittee markup begins April 24. Full Committee May 22 to June 2. Issues will include size of defense spending, new water projects starts, abortions, human rights and much more.
7. Countercyclical Revenue Sharing. Administration legislation not yet received. Committee reporting deadline May 15. Nothing scheduled.
8. Tuition Tax Credit. Report filed April 17. Colleges only non-refundable tax credit: \$100 in 1978; \$150 in 1979; \$250 in 1980. Middle income student assistance held in abeyance.
9. Hospital Cost Containment. HEW and Labor negotiating provision for hospital employee pass through. Rogers will begin his markup as soon as this deal is made. Rostenkowski will follow. *Califano*
10. Foreign Affairs. Messages expected on Saudi Arabia-Israel-Egypt (April 24), Turkey-Greece-Cyprus, and Korea.
11. Alaska Lands. Reported by Interior. House Floor early May. Sequential referral to Merchant Marine until May 1. Labor opposes.
12. Clinch River. Science Committee reported Energy Department authorization Tuesday. Administration plan, which lost 20-19 in committee, would phase out Clinch River and authorize research and development on larger reactor. There will be a Floor fight.
13. CETA. Subcommittee markup this week on revision and reauthorization.
14. Legislative Veto. Caucus meets Wednesday to consider Levitas bill which would request Rules Committee to hold hearings.
15. Airline Deregulation. Senate acts this week. Bizz Johnson says he will get bill out of subcommittee next week.
16. No Fault Insurance. Subcommittee markup this week.
17. Civil Rights Reorganization. Ordered reported.
18. Civil Service Reorganization. Democratic Caucus tied 6-6 Tuesday on whether to move bill this year. No chance without major Presidential push.
19. Farm Bill. No plans yet.

NOTE: You gave Frank Moore and Stu Eizenstat copies of the big legislative memo we did for the Steering Committee.

Carl T. Rowan

Bell: a rare breed

There is something reassuringly delightful about Atty. Gen. Griffin Bell.

He tells you with a candor rarely seen in this town what his goals and motives are, and he pursues those goals with what some consider a "fools rush in" doggedness.

Shortly after he came to Washington, Bell told me that John J. Kearney, an FBI official in New York, wouldn't be made a scapegoat for illegal FBI break-ins in effort to capture members of the Weather Underground.

"I intend to find out how these violations of FBI power occurred," Bell said. "I want to know how high up the orders came from. The FBI director? The attorney general? The Oval Office of the White House? The only way to protect the country from this happening again is to prosecute the people at the top who abused their power."

Bell has caught a lot of hell since he made those remarks to me. He got singled in the case of Philadelphia prosecutor David Marston, an affair in which Bell laments that he was "set up." Republicans have accused him of politicizing the office of attorney general — as though they now think John Mitchell was apolitical.

Suddenly Bell had so many troubles that I assumed he would do what Washington bureaucrats do best: leave well enough, or even bad enough, alone.

But here he is, approving the indictments of former acting FBI director L. Patrick Gray III, former No. 2 FBI man W. Mark Felt and another top FBI official, Edward S. Miller, for allegedly authorizing illegal FBI break-ins. And, just as he told me he would, Bell dropped the criminal case against Kearney.

But Bell is sure to be attacked anew by those who say that he ought to let bygones be bygones; that he is wrecking morale in the FBI; that he is persecuting men who acted patriotically in what they thought was the vital interest of the country.

I make no judgment as to the innocence or guilt of those indicted. But we do know that the burglaries took place. We know that someone used awesome police powers to infringe upon the lives of ordinary citizens; we know that these acts were part of a gruesome pattern which included such things as FBI officials suggesting to the Mafia that it might want to "neutralize" civil rights activist Dick Gregory.

Griffin Bell is no babe in

anybody's woods. He knows that the people whose rights were abused are unpopular — or are the relatives of the unpopular. He knows that some Americans accept almost anything in the name of patriotism. But this attorney general also knows, perhaps from his many years as a judge, that the only way to preserve the freest society on earth is to move with forceful certainty against those who abuse power and threaten freedom.

The new FBI director, Judge William Webster, has made it clear that he will not tolerate the misuses of power that occurred in the 1960s and early 1970s. But Bell has seen abundant evidence that forces within the FBI, as in other agencies, play a lot of games that are neither authorized nor known of by the man at the top. The indictments handed down this week will be a warning that, vital as the FBI and other law enforcement agencies are, their leaders may not violate the law with impunity.

Not many attorneys general in the nation's history would have subjected themselves to anger and abuse to make that point. Let's be thankful that this rare character, Griffin Bell, is willing to do it.

12:15 PM

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE

WASHINGTON

MEETING WITH SENATOR JAMES ABOUREZK AND JOHN GRITTS

Wednesday, April 19, 1978
12:15 p.m. (5 minutes)
The Oval Office

From: Frank Moore *F.M./BR*

I. PURPOSE

To accept a water color and ink portrait of a Sioux Indian chief from the artist, John Gritts.

II. BACKGROUND, PARTICIPANTS & PRESS PLAN

- A. Background: John Gritts is a Cherokee Indian who was born in Missouri and now lives in South Dakota. He is working for the Black Hills State College in Spearfish, South Dakota, as Assistant Director of Financial Aid and also as a part-time art instructor.

Senator Abourezk serves on the Committee on the Budget, the Committee on Energy and Natural Resources, Committee on the Judiciary, and the Select Committee on Indian Affairs.

Senator Abourezk's wife is named Mary.

- B. Participants: The President
Senator James Abourezk (D-S.D.)
John Gritts, the artist
Jay Gilbert Hause, President of Black Hills State College
Robert P. Martin, Press Assistant to Senator Abourezk
Frank Moore

- C. Press Plan: White House Photo.

III. TALKING POINTS

Routine courtesies.

11:45 AM

THE PRESIDENT HAS SEEN.
THE WHITE HOUSE
WASHINGTON

Meeting with D. W. Brooks
Wednesday, April 19
11:45 a.m.
The Oval Office
(25 minutes)

(by: Fran Voorde)

I. PURPOSE: to discuss agricultural matters

II. BACKGROUND, PARTICIPANTS, PRESS:

A. Background: D. W. Brooks is in Washington to participate in meetings of the Advisory Committee on Trade Negotiations, chaired by Strauss. Brooks is a member. While here, he asked to visit with you on the farm problem.

It is at his request that you are meeting with Russell Giffen this Friday from California's Imperial Valley.

B. Participants: Mr. Brooks and the President

C. Press: White House Photographer

THE WHITE HOUSE

WASHINGTON

April 19, 1978

Stu Eizenstat
Bob Lipshutz
Jack Watson

The attached was returned in the President's outbox today and is forwarded to you for appropriate handling.

Rick Hutcheson

cc: Frank Moore
Jody Powell
Jim Gammill

RE: JUSTICE/OMB PROPOSAL RE LEAA

THE WHITE HOUSE

WASHINGTON

April 19, 1978

Attorney General Bell
Jim McIntyre

The attached was returned in the President's
outbox today and is forwarded to you for
your information and appropriate handling.

Rick Hutcheson

RECOMMENDATIONS TO IMPORVE JUSTICE RESEARCH,
STATISTICS, AND STATE AND LOCAL FINANCIAL
ASSISTANCE

THE WHITE HOUSE
WASHINGTON

4/18/78

Mr. President:

Congressional Liaison
concurs with Eizenstat et al.

Rick

THE WHITE HOUSE
WASHINGTON

April 17, 1978

MEMORANDUM FOR THE PRESIDENT

FROM:

STU EIZENSTAT
BOB LIPSHUTZ
JACK WATSON

RE:

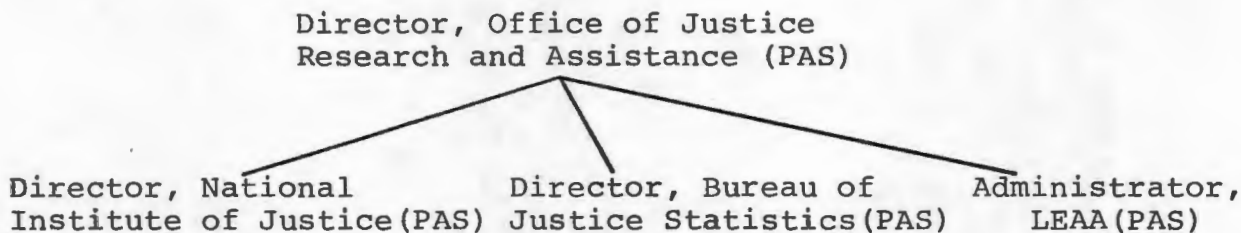
Justice/OMB Proposal Re LEAA

LEAA today funnels anti-crime money to states; the agency also supports research related to crime and collects statistical data. LEAA's grant programs suffer from two criticisms: too much red tape and too little attention to spending priorities (i.e., a tendency for grants to go to police hardware). In addition, the agency's research has generally been mediocre, in part because it has not been insulated from political pressure.

The attached Justice/OMB proposal on LEAA is intended to address grant-making, research and statistics, using both reorganization authority and legislation.

Substance

Structurally, the Justice/OMB plan looks similar to the existing LEAA. Research and statistics are moved outside LEAA proper--creating a new National Institute of Justice (NIJ) and Bureau of Justice Statistics (BJS), each with Presidential appointees for heads--but then NIJ, BJS and LEAA are all placed under a new Office of Justice Research and Assistance, whose Director is also a Presidential appointee:



We question whether this new bureaucracy within the Justice Department is needed and particularly whether the proposed structure gives NIJ sufficient insulation from short-term political pressure.

The recommendations on grant-making would reduce red tape but do not give detailed attention to spending priorities, i.e., to insuring that LEAA funds are not wasted.

Timing

Justice and OMB propose using reorganization authority to begin the structural changes outlined above and legislation to address the grant-making procedures.

LEAA is not scheduled for reauthorization until next year, and no legislation will be acted on until then. In the meantime both Houses--particularly the House Judiciary Committee--plan to hold extensive oversight hearings. Key Congressional leaders object to our now using reorganization authority to begin to reshape LEAA, because they do not wish to prejudge issues which will be considered during the hearings. Judiciary Chairman Rodino holds this view, as does Jack Brooks, who is the second ranking Democrat on Judiciary in addition to chairing Government Operations. On the Senate side, Senator Kennedy has drafted his own LEAA bill for action next year, and he intends to take the lead on this issue when he becomes Chairman of the Senate Judiciary Committee. Kennedy's proposal touches many of the issues raised by Justice and OMB, but there has not yet been an opportunity to reconcile differences in approach.

Recommendation

We have checked with the Attorney General's staff and understand that Justice does not intend to draft either a reorganization plan or legislation at this time. Rather the Department wishes to use the Justice/OMB proposal as a basis for discussions with Kennedy and Rodino, with the objective of getting one piece of legislation which has the support of all interested parties. (The Attorney General has already had a preliminary discussion of this nature with Congressman Conyers.)

We recommend that neither legislation nor reorganization plan be sent to the Hill at this time. Instead the Attorney General should be authorized to use his proposal to begin negotiations with the Congress. In early May you will be giving a speech on many aspects of justice. You could use that opportunity to mention that the Attorney General is working closely with Kennedy and Rodino to produce significant legislation on LEAA.

☒ Approve authorizing discussions ☐ Disapprove

* * * * *

We believe that the most immediate, positive step which could be taken concerning LEAA would be to give the agency new leadership. As Stu indicated in a previous memo, the new Administrator should come from outside the agency.

agree

EXECUTIVE SUMMARY

The attached memorandum was prepared jointly by the Justice Department and the Reorganization Project. It contains the joint recommendations of the Attorney General and the Director of OMB for changes in Federal justice research, statistics and State and local financial assistance programs (the LEAA program).

Summary of Recommendations

- A. Create by reorganization plan a National Institute of Justice (NIJ) within the Justice Department to undertake basic and applied research, sponsor demonstrations, and disseminate new knowledge.

This new unit, to be created from three existing programs and part of another, was endorsed by you in principle in October, 1976 and is supported by a number of interested groups. The NIJ is designed to be in key respects independent of the rest of the LEAA program and other Justice Department functions in order to provide the best environment for high quality research. An advisory board and a Presidentially-appointed Director with final sign-off authority over all Institute grants are the primary mechanisms recommended to provide this independence. At the same time, the NIJ will be located within the Department of Justice both to provide it with a Cabinet link, and to ensure that useful research will be made use of by the justice system.

Decision

_____ ☒ Approve the creation of a National Institute of Justice by reorganization plan within the Department of Justice as recommended.

_____ ☐ Disapprove.

- B. Create by reorganization plan a Bureau of Justice Statistics within the Justice Department to develop, collect, collate, analyze and disseminate justice statistics.

This entity, to be composed of current LEAA statistical programs and the FBI's Uniform Crime Reports, has been recommended by a number of commissions and experts over the years. It too, is designed to be independent of other Justice Department programs in key respects in order to provide an adequate environment for high quality work.

Decision

Approve the creation of a Bureau of Justice Statistics by reorganization plan within the Department of Justice as recommended.

Disapprove.

- C. Reauthorize the Law Enforcement Assistance Administration (LEAA) but reduce it in function and scope, to administer a streamlined block grant program and to provide incentive grants to encourage the adoption of promising techniques.

There is overwhelming support for continuation of Federal involvement in assisting States and localities in improving their criminal justice systems and responding to their crime problems. There is also considerable support for reducing "red tape" and streamlining the process of providing funds to States and localities.

Amendments to the Crime Control Act are also recommended to simplify the Federal role in reviewing comprehensive plans required by the Act, and to strengthen State and local program development. An incentive grant program is recommended to help translate new knowledge into action.

Decision

Approve the reauthorization of the Law Enforcement Assistance Administration as recommended.

Disapprove.

- D. Create an Office of Justice Research and Assistance, to provide coordination and support for the NIJ, the BJS and the LEAA.

The office is to be headed by a Presidential appointee, who would set broad policy guidelines to coordinate the activities of, and have budget authority and control over the NIJ, the BJS and the LEAA.

The creation of this office responds to the need to ensure coordination of research, statistics and assistance programs in this area. This arrangement provides needed coordination, yet at the same time maintains the separate organizational identities the NIJ and BJS need for successful programs.

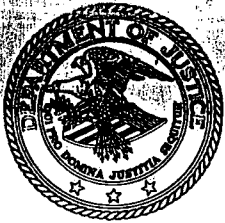
Decision

Approve the creation of an Office of Justice Research and Assistance by reorganization plan as recommended.

_____ Disapprove.

Implementation

We will continue to work with the Congress to determine the best process to effect the recommended changes. Further political assessment will be required before implementation decisions can be made. If we see problems, we will bring the decision back to your attention.



Office of the Attorney General
Washington, D. C. 20530

March 17, 1978

MEMORANDUM FOR THE PRESIDENT

FROM:

Griffin B. Bell
Attorney General

James T. McIntyre
Director
Office of Management and Budget

SUBJECT:

Recommendations to Improve Justice Research,
Statistics, and State and Local Financial
Assistance

Since early 1977, the Attorney General and the President's Reorganization Project have been exploring ways to increase the efficiency and effectiveness of the Federal government's efforts to improve the American system of justice and to respond to the problem of crime. This report was prepared jointly by the Department of Justice and the President's Reorganization Project. It contains recommendations relating to:

- The creation of a National Institute of Justice (NIJ) within the Department of Justice to undertake basic and applied research in the areas of criminal and civil justice, to sponsor demonstrations in those areas, and to disseminate findings nationwide.
- The creation of a Bureau of Justice Statistics (BJS) within the Department of Justice to develop, collect, collate, analyze and disseminate statistics on criminal and civil matters.
- The reauthorization of the Law Enforcement Assistance Administration (LEAA) within the Department of Justice, but significantly reduced in function and scope, to administer a streamlined block grant program and to provide incentive grants to encourage the adoption of promising techniques.
- The organization and management of the National Institute of Justice, the Bureau of Justice Statistics and the Law Enforcement Assistance Administration.

To Griffin & Tim
ok as far as
this goes. I think
the proposals are very
timid and modest.
I've not studied it thoroughly
but we should leave
options open for
next year's
Congressional
action

Griffin B. Bell
James T. McIntyre

JC

cc She

The final section of this report discusses methods for implementing the recommendations and the issues still to be resolved.

I. Background

Crime affects every community in the nation and has touched the lives of most citizens. According to a recent poll, street crime is viewed as the most serious problem in the nation. Crime has also inflated governmental expenditures at all levels of government, placing tremendous burdens on State and local governments. Since fiscal year 1970, when sound expenditure data were first collected, through fiscal year 1976, total direct Federal, State and local criminal justice expenditures have increased nearly 130 percent, from \$8.6 billion to \$19.8 billion. From 1975 to 1976 alone, there was a 14.1 percent increase.

The weaknesses of our present system of justice are painfully clear to many citizens. Lawyers are often available only to the wealthy or the very poor. There are substantial backlogs in the courts. While many people have proposed plans for resolving disputes outside of the courts, few of these plans have been implemented. In short, our current system of justice often fails to provide citizens with prompt and equitable service.

The need to respond to these problems has been widely recognized. If this response is to occur, it should be supported by the Federal government, because the Federal government has at its disposal the research and development capacity and financial resources to encourage change and the national leadership to suggest the direction of that change. The desirability of such Federal action has been recognized by the public and by those who have closely examined crime and justice system problems.

The nature of the Federal response is the immediate issue of this memorandum. It is important to note that designing an appropriate Federal response is difficult for several reasons:

- o The primary responsibility for addressing the problems of crime and improving the administration of justice rests with State and local governments.

- o Federal resources devoted to the nation's crime problem are only a small fraction of the amount expended by State and local governments for criminal justice. The present LEAA budget of approximately \$650 million amounts to only 4 percent of the funds devoted to criminal justice purposes at the State and local levels.
- o The criminal justice system of this country has always been plagued by extensive fragmentation and conflicting values. In some cases the fragmentation is intentionally designed to prevent the concentration of governmental power.
- o Crime has its roots in many social ills which the criminal justice system is neither equipped nor designed to solve.

Nevertheless, the Federal government does have a clear responsibility to make its own justice system and crime programs as effective as possible and to encourage State and local governments to improve their efforts. To date, two important ways this Federal responsibility has been fulfilled are:

- o Support for research and statistics to increase knowledge about improved methods of administering justice and reducing crime; and
- o Financial assistance for States and localities to support their efforts to improve their own programs.

These two programs have primarily been the responsibility of the Law Enforcement Assistance Administration. Created in 1968 by the Omnibus Crime Control and Safe Streets Act (the Crime Control Act), LEAA has been hampered by the following weaknesses:

- o Increasing legislatively-imposed responsibilities and administrative requirements that have created extensive red tape and paperwork;

- o Rapid turnover in leadership that has led to frequent shifts in priorities;
- o Lack of systematic program development; and
- o Lack of a coherent strategy for research, statistics and State and local assistance programs.

These weaknesses have undermined the effectiveness of the Federal government's efforts to respond to crime and improve the administration of justice.

II. Department of Justice and the President's Reorganization Project Studies

Both the Department of Justice and the President's Reorganization Project have reviewed various aspects of existing Federal justice programs to develop responses to the problems described in section I of this memorandum.

On April 8, 1977, the Attorney General created a Department of Justice Study Group to undertake a zero-based analysis of LEAA and to consider all options available to the Federal government for improving its efforts to assist State and localities in responding to crime and improving the administration of justice. After intensive review of the LEAA program, the Study Group presented its report to the Attorney General.

On June 30, 1977, the Attorney General invited public comment on the Study Group Report. Four thousand copies of the report were disseminated; 450 responses, from nearly every State, were received. Twenty-six of the responses were position papers representing the policy positions of almost every major national group and professional association with an interest in the LEAA program. The mail received was analyzed by staff of the Department of Justice and has had a major impact on the formulation of the Department of Justice's recommendations.

At the same time, another group in the Department of Justice was assessing the quality and utility of the Department of Justice's efforts in coordinating criminal and civil justice statistics development, collection, and analysis. This group completed a report recommending

several changes in existing programs; its report was disseminated widely by the Department of Justice for public comment.

In addition, in August of 1977, you directed your Reorganization Project to undertake a Justice System Improvement Study. This study was to consist of five parts:

- policy and planning;
- research;
- statistics;
- State and local financial assistance; and
- other priority areas, such as juvenile justice and delinquency prevention programs.

Because the Department of Justice was already involved in studies of the statistics and State and local financial assistance programs, it was allocated the lead responsibility in those areas. The PRP took lead responsibility in the research area.

In fulfilling its responsibility, PRP reviewed all Federal research programs concerned with the administration of justice and crime, particularly LEAA's National Institute of Law Enforcement and Criminal Justice. To gain additional perspective, PRP also studied Federal research activities in other domestic areas. Comments from almost 2,000 academics, practitioners, public interest groups and private citizens were solicited; a draft options paper was circulated for comment; and two one-day conferences on justice research management were held with prominent researchers, practitioners and public officials.

As a result of the Department's studies, on November 21, 1977, the Attorney General forwarded to you a plan to reorganize and refocus the Department's research, statistics, and financial assistance programs. Since then a series of meetings have been held among the Department of Justice, the PRP, and the Office of Management and Budget to recommend a course of action.

This memorandum presents, for your consideration, the consensus reached through those meetings.

III. Justice Research

A. The Problem

Effective research is recognized as a vital aspect of reducing crime and improving our nation's justice system. There is widespread agreement that the Federal government should support and encourage much of the needed research. Unfortunately, current Federal justice research efforts are not as effective as they should be and need to be improved. A 1977 National Academy of Science study of the National Institute of Law Enforcement and Criminal Justice (currently the primary Federal justice research program) concluded that "the quality of Institute funded research is not high, and much has been mediocre." Specific weaknesses in existing Federal justice research programs include:

- o Failure to insulate research programs from the day-to-day political pressures associated with the LEAA financial assistance programs and the demands of policy makers and program managers for immediate results;
- o Failure to develop a long-range plan for research, and to provide the continuity of leadership needed to allow such a plan to be implemented;
- o Failure to synthesize and accumulate knowledge about crime and the administration of justice;
- o Failure to conduct sufficient basic research into the nature of crime;
- o Lack of civil justice research;
- o Inadequate administrative procedures that ensure quality research;
- o Failure to identify appropriate research audiences and to develop dissemination strategies accordingly;
- o Insufficient coordination of Federal justice research programs.

B. Recommendation

We recommend the creation by reorganization plan of a National Institute of Justice (NIJ) within the Department of Justice to undertake basic and applied research in the areas of criminal and civil justice; to sponsor demonstrations in those areas; and to disseminate findings nationwide.

During the 1976 campaign, you endorsed the concept of a National Institute of Justice to upgrade Federal justice research activities. A number of key organizations, e.g., the American Bar Association (ABA), the Conference of Chief Justices, the United States Conference of Mayors, and the National Council on Crime and Delinquency (NCCD), have also endorsed the concept. These groups disagree, however, on the best location for the NIJ.

The ABA, the Conference of Chief Justices and the NCCD recommend that the NIJ be created outside the Department of Justice in order to ensure its independence. We recognize that a major cause of weaknesses in LEAA's research programs has been the failure to insulate research activities from the demands of policy makers and program managers for immediate results. We further take note of the concern that the prosecutorial responsibilities of the Department of Justice might undermine the integrity of the research process, unless research is insulated. We believe, however, that research integrity can be guaranteed through other mechanisms.

First, a statutory advisory board appointed by the Attorney General should be created, composed of a broadly-based group of researchers and justice practitioners. This board would develop policy and program priorities and periodically assess program and project progress.

Secondly, the NIJ's Director would be appointed by the President with the advice and consent of the Senate. He or she would have final sign-off authority over grants and contracts awarded by the NIJ.

While the NIJ would become the primary research entity in the justice area, we believe it is also important for some other justice research efforts to continue, both because of the doctrine of separation of powers and because Federal agencies require research capacities directly responsive to their missions. Thus the NIJ would not include:

- the mission oriented research programs, such as those of the Bureau of Prisons, the FBI and the Office of the Attorney General. These operations directly support the missions of their present organizations and should be retained in them.
- the Federal Judicial Center. Primary responsibility for research on the Federal judicial system should be continued here, because of the separation of powers doctrine.

Rather, the NIJ would be constituted of the present National Institute of Law Enforcement and Criminal Justice, the National Institute of Corrections and part of the National Institute of Juvenile Justice and Delinquency Prevention. In addition, it should include the Center for Studies in Crime and Delinquency of the National Institute of Mental Health.

The Director of the NIJ would coordinate the activities of the NIJ with those of other appropriate research centers such as the Federal Judicial Center and the National Science Foundation. In addition, the Director of the NIJ would be directed to submit a bi-annual report to the President and the Congress on justice research. The report would assess the current state of knowledge regarding major justice issues and identify areas needing further study. Other agencies involved in justice research would be required to assist in preparing the report. These arrangements would preserve pluralism, which most observers agree is vital to avoid the suppression of fresh points of view, yet at the same time minimize duplication and waste.

The creation of such an NIJ would upgrade Federal justice research activities, enhance the visibility of such activities and, by ensuring the proper and necessary insulation of the research effort, would foster an environment conducive to high quality research. Further, the NIJ would ensure the improved coordination and management of Federal justice research.

Advantages

- o Creating an NIJ responds to the widely held view that present justice research efforts are inadequate.

- o It recognizes that research is one area in which the Federal government possesses a unique advantage over State and local governments through its ability to marshal national resources to crime and justice system problems.
- o It provides visibility for research efforts, and takes a step toward improving the justice system and its response to crime.
- o Establishing the NIJ is a popular choice, likely to be supported by the ABA, the academic community, members of Congress, and by much of the public; both the PRP and the Department of Justice reviews of the LEAA program and the public comment on these reviews have emphasized the critical necessity for continued research for new knowledge in the areas of crime and effective criminal and civil justice practices.
- o Finally, during the 1976 campaign, you endorsed the concept of a National Institute of Justice to upgrade Federal justice research activities.

Disadvantages

- o Establishing an NIJ may produce expectations, which it cannot meet, of immediate justice systems improvements.
- o Including civil research in the NIJ may be seen as a dilution of the Federal government's crime reduction efforts.

C. Decision

_____ Approve the creation by a reorganization plan of a National Institute of Justice within the Department of Justice as recommended.

_____ Disapprove.

IV. Justice Statistics

A. The Problem

The Department of Justice group which reviewed the state of Federal statistics efforts found that for over forty years various commissions and commentators have concluded that one of the more significant obstacles to justice improvement is the lack of reliable statistical indicators of the extent and nature of justice and crime problems. The consequences of this information vacuum have been significant. Absent statistical data, policy makers have been forced to rely on intuition in promulgating programs, never quite sure the programs implemented are the programs required. Program evaluation efforts have been continuously stymied; program impact remains unclear.

The group also reported the following findings:

- o In the last five years the Department of Justice has obligated approximately \$25,000,000 annually on statistical activities and yet the nation still lacks sufficient data on crime and justice systems, both civil and criminal;
- o Those data which do exist are viewed as unreliable due to missing data elements and significant variations in data element definition and collection procedures;
- o Analysis of existing data has been inadequate, rendering both data base improvement and informed justice policy formation more difficult at all levels of government;
- o This statistical vacuum is due to the intergovernmental and multi-agency nature of the justice system and is complicated by the fragmentation among several organizations of the Federal government's own justice and crime statistics efforts.

The group concluded that targeting resources for crime control and justice systems improvement will remain an elusive task as long as no one Federal agency has the mandate to: (1) ensure that statistical efforts at all levels of government produce comparable, reliable and timely justice and crime data; and (2) analyze those data and disseminate them in readily usable format.

B. Recommendation

We recommend the creation of a Bureau of Justice Statistics within the Department of Justice to develop, collect, collate, analyze and disseminate statistics on criminal and civil justice matters.

The public response has been overwhelmingly supportive of the proposed creation of one organization to collect and analyze data required by policy makers, program managers, and citizens for informed action.

To facilitate data base utility, we recommend that the Bureau of Justice Statistics have authority to establish national definitions of data elements and standards for justice and crime statistics collection. It would also be responsible for ensuring security and privacy of data collected. It is further recommended that the BJS be empowered to provide financial and technical assistance to Federal and State and local agencies in generating data that meet national standards.

Existing Federal justice statistical activities, including the Uniform Crime Reports program of the FBI and the statistical programs of LEAA, would be incorporated into the BJS. Those information systems that support Federal agency operations would not be included in the BJS, although the BJS would have oversight responsibility to assure the quality of any statistics resulting from these systems.

As with the NIJ, the BJS would have to be protected from pressures which could impact adversely on program credibility. We recommend, therefore, that the BJS Director be appointed by the President with the advice and consent of the Senate. The Director would have sign-off

authority on all grants and contracts and would have available to him a statutory advisory board appointed by the Attorney General to provide policy, program and technical guidance, and to assess and report periodically on Bureau of Justice Statistics progress.

Advantages

- o Only the Federal government has the perspective and resources required to develop adequate statistical indicators on the nation's justice system;
- o The need for reliable justice statistical indicators has been surfaced often and continuously since the turn of the century;
- o The concept of a Bureau of Justice Statistics has been well received by most involved in justice policy and operations; and
- o With data, policy makers will be able to initiate programs with greater certainty of their need.

Disadvantage

- o In establishing a Bureau of Justice Statistics, some existing operations may be affected, potentially causing an interruption in the timely publication of statistical series.

C. Decision

_____ Approve the creation of a Bureau of
Justice Statistics within the Department
of Justice as recommended.

_____ Disapprove.

V. State and Local Financial Assistance

A. The Problem

Under the Crime Control Act, the basic approach of the Federal government to State and local assistance is as follows:

1. The Federal government funds the establishment and support of comprehensive criminal justice planning agencies at the State and local levels. These agencies are expected to review systematically the needs of the criminal justice system at their respective levels, to develop a single statewide comprehensive criminal justice plan reflecting their needs and priorities, and to submit it annually to the Federal government for approval. Such plans are expected to indicate how State and local governments are going to spend their own funds as well as the Federal funds which become available upon approval of the plan.
2. The Federal government in turn reviews and approves or disapproves the statewide comprehensive plan and provides the funding for the implementation of that portion of the plan which is to be funded by LEAA.
3. At the same time the Federal government conducts research into new approaches for responding to the crime problem and funds independently the demonstration of new and promising techniques, ultimately for transfer to States and localities.

In its review of the LEAA program, the Department of Justice Study Group found that:

- o System-wide criminal justice planning is not taking place, except on a very limited scale. Few State and local governments plan for all criminal justice expenditures at their respective levels. Most plan only for the 3 percent to 5 percent of their expenditures that are derived from the LEAA program;

- o Even the planning that is done for the use of the LEAA block funds often amounts to little more than a paperwork exercise required by the statute and LEAA guidelines to qualify for the block grant funds;
- o The "national leadership" role for LEAA in the research and development of new and innovative techniques for responding to the crime problem and for possible transfer to State and local governments simply has not materialized on the scale envisioned under the Crime Control Act.

In view of these weaknesses in the LEAA program, the Study Group recommended that the Administration undertake a major restructuring of the program designed to accomplish the following:

1. Refocus the national research and development portion of the program into a coherent strategy of basic and applied research and systematic national program development, testing, demonstration and evaluation; and
2. Replace the present block (formula) portion of the program with a simpler program of direct assistance to State and local governments with a feature that would allow State and local governments to use the direct assistance as "matching funds" to implement program models which would be developed through the refocused national research and development program.

The analysis of the public response to the Department of Justice's Study Group Report found that:

- o There is overwhelming support for a continuation of the Federal role in criminal justice system improvement;
- o There is near unanimity that the appropriate nature of that role should be one of research, demonstration and support for implementation in combination with continued Federal financing of State and local criminal justice system improvement efforts;

- o There is similar support both for reducing "red tape" and streamlining the process of providing funds to State and local governments in order to strengthen their roles in setting program priorities.

B. Recommendations

We recommend the reauthorization of the Law Enforcement Assistance Administration within the Department of Justice, but significantly reduced in function and scope, to administer a streamlined block grant program and to provide incentive grants to encourage the adoption of promising techniques.

The most expedient mechanism available to streamline the delivery of financial assistance to States and localities is to amend the existing Crime Control Act. The major amendments which we propose would:

- o Eliminate the annual planning requirement, convert State comprehensive plans to three year plans and greatly simplify the Federal role in reviewing and approving State comprehensive plans;
- o Limit the use of Federal funds for administrative costs incurred by States and units of local government and require that every dollar of Federal funds spent on planning and administration be matched by a dollar of State and local funds;
- o Strengthen the role of State and local governments in setting priorities for the use of Federal funds by adding statutory provisions to (1) allow States and localities to determine for themselves the appropriate mixture of planning and action programs and (2) provide larger units of local government with a certain allocation of the funds awarded to the State each year by the Federal government; and
- o Maintain Part E corrections block grants, juvenile justice programs, and community anti-crime programs.

These amendments could make great strides in enabling States and localities to concentrate, not on Federal guidelines, but on the justice problems and needs of their own jurisdiction. The public response to the Study Group Report confirms that streamlining the block grant program is the preferable mechanism for Federal fund transfer, as it provides the appropriate mixture of State and local flexibility and Federal oversight.

The policy rationale supporting block grant funds is grounded in the belief that block grant funds should be more than mere fiscal relief to State and local governments; they should enable the implementation of programs and practices which give evidence of impact and some promise of success. Accordingly, we also recommend that LEAA provide incentives for replication of approaches proven effective by the National Institute of Justice. Providing incentives will help translate the findings of the NIJ, as well as successful State and local initiated approaches, into action nationwide.

Advantages

- o Streamlining the block grant builds on the strengths and experiences of the existing LEAA program;
- o It increases the potential for improved program accountability, yet reduces red tape;
- o It continues the Federal oversight role and ability to encourage innovative program planning, and if implemented as recommended, would provide States and localities with an opportunity to avail themselves of NIJ findings; and
- o Limiting LEAA's function and scope to State and local financial assistance will provide States and localities with one Federal unit solely responsible for and responsive to their needs.

Disadvantages

- o Streamlining the block grant program will continue to place the Federal government in the position of having to monitor and assist State and local criminal justice programs; and
- o Maintaining a block grant program presents the potential for the Federal government being held publicly accountable for State and local programs over which it has limited authority.

C. Decision

_____ Approve the reauthorization of the
Law Enforcement Assistance Administration
as recommended.

_____ Disapprove.

VI. Organization and Management of Research, Statistics, and Financial Assistance Activities

A. The Problem

In each of the three preceding sections, we have emphasized the problems which have been identified in the areas of justice research, statistics and State and local financial assistance and have designed recommendations to solve them. In the process of each of our reviews, however, one additional major problem has continually resurfaced that merits special attention.

This is the problem of coordination. It is essential to achieve an appropriate balance between the need for independence and integrity in research and statistical activities on the one hand, and the desire of State and local governments for new knowledge to resolve their very real and immediate operational needs. This balance can be found, we believe, in the creation of an organizational arrangement that ensures coordination and provides support for the activities of the National Institute of Justice, the Bureau of Justice Statistics and the Law Enforcement Assistance Administration, but also maintains their separate organizational identities.

We feel such an arrangement will make it possible to develop knowledge systematically about crime and the justice system; to design, test and evaluate national programs which utilize the knowledge acquired; and to disseminate proven program strategies and the knowledge gained to State and local governments.

B. Recommendation

We recommend that the National Institute of Justice, the Bureau of Justice Statistics and the restructured Law Enforcement Assistance Administration all report to a Presidential appointee within the Department of Justice; and that an Office of Justice Research and Assistance be established under the appointee to provide support and coordination for these three units.

The Presidential appointee, who it is anticipated would be an Executive Level III, would set broad policy guidelines for, coordinate the activities of, and have budget authority and control over the National

Institute of Justice, the Bureau of Justice Statistics and the restructured LEAA. To accomplish this and yet to maintain the requisite independence and integrity of the proposed research and statistical units, certain staff functions would be assigned to the Office of Justice Research and Assistance while other planning and program coordination functions would be shared by the Office of Justice Research and Assistance with the National Institute of Justice, the Bureau of Justice Statistics and LEAA.

In order to avoid the inefficient duplication of these services among the three units, the following functions would be assigned to the Office of Justice Research and Assistance and would be performed by that Office for the other three units:

- o Congressional Liaison
- o Public Relations
- o Accounting
- o Audit
- o Equal Employment Opportunity
- o Civil Rights Compliance
- o Administrative Services
- o General Counsel
- o Comptroller
- o Personnel Management

Certain other functions, however, that are necessary components of a viable program would be performed by both the Office of Justice Research and Assistance and the National Institute of Justice, the Bureau of Justice Statistics and LEAA. These functions include the following:

- o Planning
- o Budget Formulation and Execution
- o Program Coordination
- o Evaluation
- o Personnel Selection and Retention

In the area of budget formulation, it is further anticipated that there will be two appropriations, one for the National Institute of Justice and the Bureau of Justice Statistics, and a second for the restructured LEAA and the Office of Justice Research and Assistance.

Advantages

- o Having the three units report to one official would ensure appropriate coordination among the Federal justice research, statistics and State and local financial assistance programs.
- o This arrangement would respond to the frequently expressed concern that a Federal research capacity which is "too" independent would be irrelevant to the needs of State and local governments.
- o This arrangement would ensure that the immediate needs of States and localities would not preclude a stable research and statistics program.
- o This structure would present a coordinated Federal response regarding crime and justice problems to the American public and to the Congress.
- o By providing many staff services to the three units, this Office would avoid the inefficiency and cost of three totally independent units, each having their own staff services.

Disadvantage

- o Such an Office might be viewed by the research and statistics communities as an infringement on the independence and integrity of the research and statistics activities.

C. Decision

_____ Approve the creation of an Office
of Justice Research and Assistance
within the Department of Justice
as recommended.

_____ Disapprove.

VII. Strategies for Implementation

After months of close review of the LEAA program and related justice activities and after careful consideration of the public response received as part of these reviews, we believe that it is necessary to take a very significant step to restore public confidence in the ability of the Federal government to respond to the problems faced by the justice system throughout the country. We believe that the four recommendations that we have outlined above together present this significant step.

In transmitting to the Congress your priorities for 1978, you indicated that you would outline in a separate message to the Congress your decisions regarding Federal justice research and crime control activities. You further indicated that your crime message would include proposals to improve the Federal government's justice research efforts and to reorganize the Law Enforcement Assistance Administration. We believe that, should you concur with our recommendations, announcement of the proposed restructuring would be most appropriate in that message.

We have been exploring with key Congressional leaders alternative mechanisms to implement whatever decisions you may make on these recommendations. Primary attention has been given to the advantages and disadvantages of the use of either the President's Reorganization Act authority or the traditional reauthorization process or some combination thereof. We are continuing these deliberations and currently anticipate having legislation prepared by May.

The major streamlining for the State and local financial assistance program would have to be accomplished by amendment of the basic LEAA statute. Congressional authorization for the LEAA program expires in September 1979. Under the Congressional Budget Act, a request for authorization to extend the LEAA program must be submitted to the House and Senate Judiciary Committees by May 15, 1978.

Certain items remain requiring additional consideration. The conceptual basis behind our recommendations foresees three units with closely defined and dedicated missions. The existing LEAA program, however, has over the years, been authorized by the Congress to undertake numerous programs only indirectly related to crime and justice system improvements. Some of these programs are clearly extraneous to the missions of the Bureau of Justice Statistics, the National Institute of Justice and the restructured and streamlined LEAA. One of these programs is the Law Enforcement Education Program (LEEP); the other, the Public Safety Officers' Benefits Program (PSOB).

In the Attorney General's November 21, 1977 proposal to you, it was recommended that the LEEP be transferred to the Department of Justice administrative division for ultimate transfer to the Office of Education or its successor. While LEEP is undoubtedly one of LEAA's most politically popular programs, it has always been more an education assistance program than a criminal justice program. Accordingly, we maintain that the Administration should actively consider its transfer from the Department of Justice to the proposed Department of Education.

The Attorney General also recommended that the PSOB program be transferred to the Department of Justice administrative division for ultimate transfer to the Department of Labor. PSOB is a death benefits program similar to those currently administered by Labor and is connected to criminal justice only tangentially. The Administration should actively consider its transfer also.

A third program, the Community Anti-Crime Program has not been recommended for transfer, but under our proposals would be managed by LEAA as it is a criminal justice program. Nevertheless, we are aware that both the Department of Housing and Urban Development and ACTION believe the program should be placed under their authority. Accordingly, this is an area that could benefit from further study.

A fourth program, the Juvenile Justice and Delinquency Prevention Program, has also not been recommended for transfer. We are aware, however, that the Human Resources Division of the PRP is studying this program to ascertain its appropriate location. Under our proposed restructuring, juvenile justice program management would remain within LEAA.

There is yet another State grant program in the Department of Justice. It is managed by the Antitrust Division and not LEAA, as it focuses on economic crime. Currently, we anticipate its continued placement in the Antitrust Division.

Finally, there are certain bills pending in Congress on criminal justice related topics, e.g., victim compensation and minor dispute settlement. It is evident that some of the areas under consideration by the PRP as well as some of these bills could possibly influence the detailed content of our final proposal. We stand ready to make such changes as these other efforts mature. It is our intent to continue to consult and work closely with the Congress on these issues.

Web
Hb WD?

ID 781558

THE WHITE HOUSE
WASHINGTON

DATE: 22 MAR 78

FOR ACTION: *W* STU EIZENSTAT

BOB LIPSHUTZ

FRANK MOORE

Concur by

JACK WATSON

RICHARD PETTIGREW

after by

INFO ONLY: THE VICE PRESIDENT

H)

withdrawn's comment by
ghorp
4-18-78

Free Secretary
15 M/S
clerk w/ the Secretary

SUBJECT: GRIFFIN BELL, JIMMCINTYRE MEMO RE: RECOMMENDATIONS TO
IMPROVE JUSTICE RESEARCH, STATISTICS, AND STATE AND LOCL
FINANCIAL ASSISTANCE

+++++
+ RESPONSE DUE TO RICK HUTCHESON STAFF SECRETARY (456-7052) +
+ BY: 1200 PM FRIDAY 24 MAR 78 +
+++++

ACTION REQUESTED: YOUR COMMENTS

STAFF RESPONSE: () I CONCUR. () NO COMMENT. () HOLD.

PLEASE NOTE OTHER COMMENTS BELOW:

9

THE WHITE HOUSE
WASHINGTON

March 28, 1978

The Vice President Jack Watson
Stu Eizenstat Richard Pettigrew
Frank Moore Bob Lipshutz

The attached is backup to the
Griffin Bell, Jim McIntyre
Memo Re: Recommendations to
Improve Justice Research, Statistics
and State and Local Financial
Assistance staffed out to you
on March 22, 1978. Please
attach.

Rick Hutcheson



PRESIDENT'S
REORGANIZATION
PROJECT

WASHINGTON, D.C. 20503

MEMORANDUM FOR RICK HUTCHESON

FROM: Harrison Wellford *HW*

SUBJECT: National Institute of Justice and LEAA
Reorganization Proposals

Attached is an Executive Summary of the joint OMB-Justice proposal and the proposal itself in the form of a decision memorandum, signed by both Jim McIntyre and the Attorney General.

For the convenience of the President, decision boxes are provided on both the Executive Summary and the main memorandum. He may choose to work from either.

THE WHITE HOUSE
WASHINGTON

/	FOR STAFFING
	FOR INFORMATION
	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
	/	MONDALE
		COSTANZA
/		EIZENSTAT
		JORDAN
/		LIPSHUTZ
/		MOORE
		POWELL
/		WATSON
		McINTYRE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
	GAMMILL

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
/	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

THE WHITE HOUSE
WASHINGTON

March 27, 1978

MEMORANDUM FOR: THE PRESIDENT
FROM: RICHARD PETTIGREW *Rich*
SUBJECT: Bell/McIntyre Memo on Improving
the Justice System

From my own experience, I realize that many volatile political issues are involved in the recommendations put forward in the Bell/McIntyre memorandum. I am aware that the Department of Justice and the Reorganization Project have engaged in substantial interest group and congressional consultation preliminary to submitting these recommendations. However, you are provided no political assessment of the likely Hill and outside reaction to this proposal. For example, I understand Representative Rodino may not be amenable to creating an NIJ by reorganization plan.

I recommend that you make no decision on this proposal until you have had an opportunity to review a political assessment memorandum. I expect that, given the breadth of consultation mentioned in the decision memo, a political report on the findings of those consultations could be prepared quickly. At a minimum, should you decide to provide immediate guidance in response to the Bell/McIntyre memo, I suggest you indicate that you expect to be apprised in detail of any problematic political readings before you commit finally to the proposal.

THE WHITE HOUSE
WASHINGTON

April 19, 1978

Frank Press

The attached was returned in
the President's outbox. It is
forwarded to you for appropriate
handling.

Rick Hutcheson

cc: Jim Gammill

RE: NRC

THE WHITE HOUSE
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
/	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
		MONDALE
		COSTANZA
		EIZENSTAT
		JORDAN
		LIPSHUTZ
		MOORE
		POWELL
		WATSON
		McINTYRE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

		ARAGON
		BOURNE
		BRZEZINSKI
		BUTLER
		CARP
		H. CARTER
		CLOUGH
		FALLOWS
		FIRST LADY
		HARDEN
		HUTCHESON
		JAGODA
		GAMMILL

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
✓	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

THE WHITE HOUSE
WASHINGTON

4/18/78

Mr. President:

Tim and Fran are trying to set up a time this week for you to interview John Ahearn for the NRC spot.

Rick

THE WHITE HOUSE

WASHINGTON

April 18, 1978

I agree
J

MEMORANDUM

TO: THE PRESIDENT

FROM: Frank Press *FP*

RE: Nuclear Regulatory Commission - current state of affairs

The state of affairs and morale at NRC are not good. The Commissioners split 2-2 on many issues, with adverse consequences for the country and industry resulting from a failure to reach decisions (e.g. on shipment of Tarapur fuel). Furthermore, the degree to which NRC is stalemated is hidden by the fact that the Chairman does not bring up for discussion issues on which he knows there will be a 2-2 split.

The existence of a weak, divided NRC will raise difficulties for your nuclear licensing legislation in Congress and will subvert your efforts to make the U.S. a reliable supplier of nuclear exports.

This situation highlights the urgent need for a highly qualified, balanced person as the fifth Commissioner who will act responsibly and will have views similar to yours.

THE WHITE HOUSE
WASHINGTON

Rosalynn - Invite
Don Reynolds,
Publisher
Las Vegas Review - Journal
to state banquet
(re Howard Cannon vote)

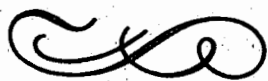
J

April 19, 1978

c
/

*An
Evening
at Monticello*

AN ESSAY IN REFLECTION



by Edwin M. Gill

Preface by Archie K. Davis

**Electrostatic Copy Made
for Preservation Purposes**

2042

THE WHITE HOUSE

WASHINGTON

April 19, 1978

Joe Aragon
Hamilton Jordan

The attached was returned in the President's outbox today and is forwarded to you for your information. The original of the letter has been given to Frank Moore for delivery.

Rick Hutcheson

cc: Frank Moore

RE: LETTER TO CONG. DANIELSON

THE WHITE HOUSE
WASHINGTON

4/19/78

rick--

pleasenote cc to ham and
joe aragon....also, may
want to see if frank wants
to have hand delivered to
danielson....

thanks -- susan

THE WHITE HOUSE
WASHINGTON

4-19-78

To Cong George Danielson

Your strong support of
our programs has been very
gratifying to me, and
I am sorry about our
failure to let you know
about the visit of a
White House staff member to
your district. Thank you for
giving me this chance to
prevent a repetition of this
mistake.

Jimmy

cc J. Anson

U.S. HOUSE OF REPRESENTATIVES
WASHINGTON, D.C. 20515
(202) 535-5464

GEORGE E. DANIELSON
30TH DISTRICT, CALIFORNIA

Congress of the United States
House of Representatives
Washington, D.C. 20515

DISTRICT OFFICE:
8873 EAST VALLEY BOULEVARD
ROSEMEAD, CALIFORNIA 91770
(213) 287-1134
(213) 443-8585
(213) 722-7731

COMMITTEES:

JUDICIARY

CHAIRMAN, SUBCOMMITTEE ON
ADMINISTRATIVE LAW AND GOVERNMENTAL
RELATIONS

INTERNATIONAL RELATIONS

VETERANS' AFFAIRS

SELECT COMMITTEE ON ETHICS

STEERING AND POLICY
COMMITTEE

DEPUTY MAJORITY WHIP

NORTH ATLANTIC ASSEMBLY

MEMBER:

SPECIAL COMMISSION ON
MODERNIZATION OF
HOUSE GALLERY FACILITIES

March 23, 1978

The President
The White House
Washington, D.C. 20500

cc Ham
Aragon

Dear Mr. President:

A few weeks ago I noted, with pleasure, press reports to the effect that you had taken steps to assure a closer and more co-operative working relationship with Members of the Congress. That action will certainly help to avoid many of the displeasures and irritations which have resulted from the lack of communication and co-ordination between your staff and the Congress. I thank you for taking that action.

One example of the types of non-cooperation which I hope we can avoid in the future is illustrated by the documents which are attached to this letter for your information. I know you would not have permitted this incident to happen had you known of it in advance. I bring it to your attention because since it has happened in my district a similar situation could take place in some other congressional district. In short, one member of your staff, Joe Aragon, visited my district on Monday, February 13, 1978, for the announced purpose of discussing with local officials "the critical impact of the Federal Government on local government."

Invitations were sent by telegram to members of the city councils, school board members and others in my district and nearby areas. (Copy of telegram attached) The telegram recites that it comes from the (California) Assembly Rules Committee and is over the signature of a local staff employee of that Committee.

The President
March 23, 1978
Page Two

I have been reliably informed that the local press was invited. I know that the local press covered the meeting. (See press clippings attached)

Although I am the Congressman from the district and work closely with the local officials on matters involving the local and federal governments, I was not invited and was never notified of the event -- and have not been notified by White House staff to this day.

Some of my city council members brought the event to my attention shortly after it occurred by asking me why I had not attended and whether I was having "trouble" with your administration.

I assured them that that was not the case at all and that I continue to be a strong supporter of President Carter and have been since before the California Primary in 1976. I explained by simply telling the truth -- that someone had "goofed" and that I had not received an invitation.

With all of the burdens of your office in mind, I apologize for taking your time with this letter. But I know that you want to be informed of it so that you can take steps to prevent the problems which these incidents create.

With every good wish I am,

Respectfully yours,



George E. Danielson
Member of Congress

GED:mt

Enclosures

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HONORABLE [REDACTED]
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MONTEREY PARK CA 91754

JOE ARAGON, SPECIAL ASSISTANT TO THE PRESIDENT, WILL BE IN LOS ANGELES ON MONDAY, FEBRUARY 13 TO DISCUSS THE CRITICAL IMPACT OF THE FEDERAL GOVERNMENT ON LOCAL GOVERNMENT.

PLEASE JOIN THE GROUP OF LOCAL OFFICIALS FROM THE WEST SAN GABRIEL VALLEY FOR A MEETING WITH HIM THAT MORNING AT 10AM AT THE PARIS RESTAURANT LOCATED AT 415 WEST GARVEY BOULEVARD MONTEREY PARK.

I SINCERELY HOPE YOU WILL BE ABLE TO ATTEND.

RALPH M OCHOA

19132 EST

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Local Government Officials Meet With President's Assistant

More than 35 local officials and members of the press recently attended a breakfast meeting to discuss areas of mutual concern with Joseph Aragon, special assistant to the President.

The meeting was hosted by Ralph Ochoa, chief assistant to Assembly Speaker Leo T. McCarthy and resident of Alhambra. Ochoa said that "The meeting was arranged as

part of our program to bring government closer to people through the Speaker's Southern California office. The fact that such meetings are taking place is an indication that there is an increasing sensitivity on the part of state and federal government to local needs."

Among those attending were San Gabriel's Mayor Michael Falabrino, San Gabriel School Board

trustee Dominic Shambra, Alhambra Councilman Mike Rubino, School Superintendent of Alhambra Bruce Peppin, Vice Mayor Monty Manibog and Councilmembers Marty Martinez and George Westphaln of Monterey Park and Montebello Councilwoman Cathy Hensel.

Included in the topics of discussion were the issues of revenue sharing, undocumented aliens, the energy crisis, taxation and pollution.

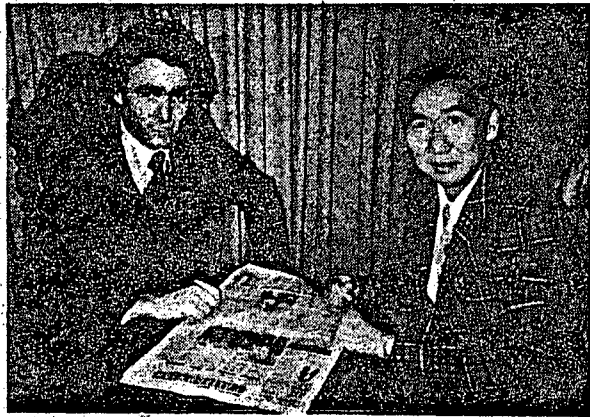
In response to one councilmember's call for an immigration plan as soon as possible, Aragon said that those who entered the United States without papers did not come just from Mexico, but from all parts of the world. "The problem," he said, "is not undimensional but very complex." The special assistant to the President went on to say that because of its complexity, the Carter proposal is often met with misunderstanding and controversy.

In commenting on the meeting, Ochoa said he hoped that future conferences could be arranged. "Of course, it's not every day that the special assistant to the President comes to California specifically to meet with local officials, but the increasing complexity of government at all levels makes it necessary for candid conversations to take place between those representatives at the local, state and federal levels."



From left, Monterey Park Vice Mayor G. Monty Mainibog, Special Assistant to the President Joseph Aragon and Ralph Ochoa, Alhambra resident and chief assistant to California Assembly Speaker Leo McCarthy.

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Arthur Miller Play To Open At ELAC

MONTEREY PARK - "The Creation Of The World and other business" will open the East Los Angeles College theatre arts department's spring season, at 8:30 p.m., Friday, March 10, reports Robert Eley, chairman, speech/theatre arts department.

"This provocative and controversial comedy is the latest effort by America's most important contemporary playwright, Arthur Miller, and will open on the stage of ELAC's Little Theatre, 1301

an all-star cast featuring God, the Devil, Adam and Eve, and Cain and Abel," he added.

Featured players will be Jerry Orozco of East Los Angeles, who will portray God; Joe Antunez of East Los Angeles will play the Devil; Louis Perez of Monterey Park as Adam; Felicia Roe of Montebello and Aida Morales of San Gabriel who will alternate in the role of Eve. Cain will be played by Alfred Contreras of Los Angeles and Abel by Ruben Padilla of East Los Angeles.

Sermon Slated For Sunday At Good Shepherd

MONTEREY PARK - The subject of the sermon for Sunday, Feb. 26, at Good Shepherd Presbyterian, 606 S. Atlantic Blvd., is "Disillusionment."

The scripture reference is from Matthew 26:14-25 and 27:3-10. The Rev. Leonard J. Osbrink will deliver the message at the 9:30 a.m. worship service. Child care and church school through the 10th grade are held at the same time. The 11 a.m. adult Bible class will continue with the study of Acts.

Presidential aide confers with city officials on local problems

Over an informal continental breakfast Monday, a dozen local city officials voiced their concerns to Joseph Aragon, special assistance to President Carter.

Among those representing their cities were Pico Rivera's Mayor Garth Gardner and Councilman James Patronite, and Santa Fe Springs's Mayor Archie Beasor.

Aragon fielded questions about revenue sharing programs, illegal aliens, the energy crisis, taxation, pollution and other major concerns.

Regarding federal funding, Aragon said the President believes that the federal government should not get "too involved" with local programs. He indicated that most of the jobs which will be created this year will be in the private sector.

However, "pockets of problem areas" such as inner cities need help, he said, so they don't fall farther and farther back.

Councilman Patronite stressed that the CETA program is "very important and beneficial in our city."

"We are getting things done that we could not have done otherwise," he told the

President's assistant. Patronite also mentioned that "new dignity" is evident in persons involved in the program.

Mayor Gardner requested that a policy on illegal aliens be adopted, saying that

Southern California and particularly "peripheral cities" are feeling a great impact from the program.

Aragon noted that "undocumented workers" are here from not only Latin America, but also from

Arabia, Asia and Africa.

The problem is not one-dimensional, he said. Penalizing employers or closing borders doesn't solve the dilemma. The workers, he added, are "economic

(Continued on A-2)



Presidential conference

Concerns of city administrators were conveyed to President Carter through his special assistant, Joe Aragon (second from left) who met Monday with local officials. Shown are (from left) Pico Rivera's Mayor Garth Gardner and Councilman James Patronite, and Santa Fe Springs Mayor Archie E. Beasor.

Presidential aide

(Continued from front)

refugees" trying to find a place to make money for their families.

Regarding President Carter's proposed program on aliens, Aragon said that no one agrees with it, but no one really understands it. Chicano militants, civil libertarians, the American labor movement, all have problems with it, he said, but "...once you take a look at it I think you will agree with it." Cecil Green of Norwalk noted that people who have been exploited are now responding with violence, creating new concerns.

"Make them legal, or if they are illegal, do something about it," Gardner urged.

Mayor Beasor asked for an interpretation of the energy crisis as it relates to transportation and to distribution of electric power and natural gas.

Aragon said that if we as a nation do not come to grips with our "enormous consumption" of fuel, we will — in just a few years — face "enormous shutdowns of industry ... and nobody wants that."

Despite insistence by several people at the meeting that with American know-how the energy crisis could be solved — "we have virtually unlimited oil reserves," one man maintained — Aragon stressed that reduced consumption is vital.

"The reason President Carter's view (on energy) is unpopular is that he is saying what people don't want to hear, which is to cut back."

In reference to clean air standards, the President is committed to promoting them. "But how do you do that on one hand while avoiding inordinate impact on the economy on the other?" Aragon challenged.

He admitted that auto companies could "do a lot more" to improve smog-curbng autos. "But like most things, it won't move unless you bring governmental pressure to bear," he concluded.

"What are the chances of getting President Carter to come out here?" Gardner asked. Aragon said it might be a possibility.

The roster of local officials attending the discussion at Paris Restaurant in Monterey Park included Councilman James Bristow of Commerce, Mayor Fred Guido of Cudahy, Councilman Cecil Green of Norwalk, Councilman Marty Martinez of Monterey Park, and Vice-Mayor Monty Manibog of Monterey Park.

Others attending included trustee Jenny VanDaalen Wetters of Los Nietos Board of Education, Councilman Cathy Hensel of Montebello, Mayor Mike Falabrino of San Gabriel, Trustee Dominic Shambra of the San Gabriel Board of Education and Superintendent Bruce Peppin of Alhambra City School District.

President's Aide Listens, Replies in Monterey Park

MONTEREY PARK — An assistant to President Carter came to town Monday to listen to the concerns of local government officials and respond to some of their questions ranging from employment programs to the energy crunch.

Joe Aragon, presidential special assistant on domestic affairs, is in California to visit friends and to speak at Stanford University.

He met in a Monterey Park restaurant with two dozen people from the cities and schools in Alhambra, Monterey Park, San Gabriel, Pico Rivera, Norwalk, Santa Fe Springs, Commerce and Cudahy. It was one of several meetings arranged for the USC law school graduate by the office of Assembly Speaker Leo McCarthy, D-San Francisco.

The local officials wanted to know the future of federal revenue sharing and Comprehensive Employment and Training Act (CETA), two programs that have given billions of federal dollars to local government.

They also wanted to know what the administration is going to do about illegal aliens, the energy problem and air pollution.

Though Aragon said he preferred to listen to the concerns of local officials, they wanted some answers, so he obliged them.

Carter's economic stimulus program will attempt to re-enforce recent improvements "without over-accelerating the current economic trend," Aragon said.

"In the case of jobs, he (Carter) is going to put the emphasis on private industry... and minimize government involvement," Aragon said.

"CETA is very very important to our city," objected Pico Rivera City Manager John Donlevy. The city is using CETA employees "to do many things that would have been impossible."

Changing the subject to illegal aliens, Pico Rivera Mayor Garth Gardener said, "If we don't do something... English will be our second language."

"For the first time, a president has tried to formulate a comprehensive program to deal with undocumented workers in this country, and they're not just from Latin America," Aragon said. "Those countries are having economic difficulties, and we must come to grips with their problems. These people are essentially economic refugees."

"The illegals are starting to fight back," said Norwalk Councilman Cecil Green. "We have had two shootings of people who had been exploiting illegals."

While the local people wanted to know what Carter is going to do to increase domestic production of oil, Aragon stressed the importance of conservation.

"We use more energy than the

rest of the Western nations combined," he said, "yet we continue a lifestyle based on (the assumption) it is an unlimited supply. That just isn't so."

"Unless we do something dramatic (about using fuels), in spite of all the resources we have, we're going to be in trouble."

The state and nation are being controlled by the environmentalists and no-growth policy people, several local officials complained. Aragon disagreed.

What is President Carter doing to stop air pollution, the locals asked.

"The president is committed to promoting the clean air standards, but balancing (between environmental controls and the economy) is the toughest part of it," Aragon said.

"Some people say any relaxation of those standards is unacceptable, but jobs are just as important."

CONFIDENTIAL

OFFICE OF THE VICE PRESIDENT
WASHINGTON

April 19, 1978

MEMORANDUM FOR THE VICE PRESIDENT
HAMILTON JORDAN

FROM: RICHARD MOE

SUBJECT: HARRIS POLL

Lou called today with the results of his latest poll which will be published Monday. This poll, which he doesn't want us to break before then, is the first head-to-head matching between the President and Gerald Ford that he has done.

	All Voters	Union	Cities	Under \$10,000	East	South
Carter	50	53	53	56	52	54
Ford	42	35	37	37	38	38

	West	Midwest	Blacks	Jews	Catholics	Indep.
Carter	48	43	81	44	50	41
Ford	45	47	10	35	41	50

	College Ed.	Suburbs	Young	Over 65	White Collar
Carter	45	46	53	46	43
Ford	50	49	46	44	47

He adds that the President appears to be holding his own among the traditional Democratic constituencies, and emphasizes that these groups have to form our base in 1980.

He has a poll in the field now on how the Panama victory helps the President, and will get the results to us shortly. He believes Panama should help a lot.

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